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AUTHOR Geering, Adrian D.
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ABSTRACT

The term "human resource development" is used to include both staff development activities designed to upgrade the professional qualifications of educators, and to signify society's efforts to enable all citizens to realize their full potential. Changes in society over the past 20 years have broken down the boundaries between schools and society. Increasingly, schools must address themselves to the needs of the community as a whole, and conversely, the community must become more actively involved in school affairs. The concept of community education is based on the perceived role of the school to make the community a better place to live. All community members, regardless of age, ability, or interest are afforded an opportunity to learn in the community education model. Schools should assume responsibility for identifying and seeking solutions to community problems. The governance system of the school, the school's climate, delivery system, and available resources make up the major structural dimensions of a school. Nonstructural dimensions include methods or forms of human resource development, participants, program content, and processes. Together, these elements form the basic components of the total view of human resource development. (JEH)

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A HUMAN RESOURCE DEVELOPMENT MODEL FOR SCHOOLS

ADRIAN D. GEERING, Ph.D.

ADELAIDE COLLEGE OF THE ARTS AND EDUCATION

AUSTRALIA

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A HUMAN RESOURCE DEVELOPMENT MODEL

In this paper, the notion of human resource development is discussed and related to community education development. A model of human resource development is presented and analyzed and some concluding comments made.

1. Introduction

There is much confusion about the term human resource development. Various terms, such as inservice education, human resource development and staff development are used synonomously. This area of study is also probably one of the most criticized but least studied aspects of the educational enterprise. Dillon-Peterson, for example, in a recent paper uses the terms "inservice" and "staff development" interchangeably, defining it to be:

> all those professional growth activities in which educational personnel within the local district (administrators, resource teachers, teachers, and classified personnel) engage during their careers and that provide them with skills, knowledge, or attitudes to enable them to provide more competent instruction for students.[1]

In 1957, Hass defined it as follows: "Broadly conceived inservice education includes all activities engaged in by the professional personnel during their service and designed to contribute to improvement on the job."[2] This definition, although broad, limits inservice to activities for employed professional personnel and to activities designed for improvement on the job.

Kilgore, in a recent paper, listed three approaches to inservice education: the deficiency model; the development model; and curriculum development and implementation.[3]

The deficiency model requires teachers to become students to bring their initial training up to par because teachers are perceived not to possess all the skills required to perform their duties. The overall aim of this approach

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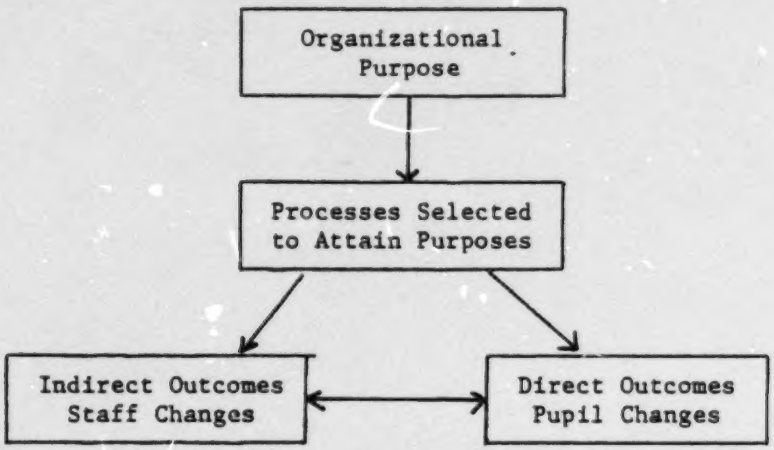
is to correct the deficiency by providing a set of appropriate ideas, skills and methods which need developing. The development model emerged as teachers became better trained and more skilled upon entry to the profession. The focus of this model was the extension of professional skills and knowledge beyond those possessed upon entry to the profession.[4] A similar goal is seen in service related to curriculum development and implementation.[5]

Kelley and Dillon take a broader view of staff development in schools. They define it as ". . . consisting of all experiences that are provided by the school or recognized by the school as being important for, and contributing to, the personal and professional growth of employees of the school."[6] This definition recognizes the personal dimension but is certainly in conflict with the notion proposed by other writers. Sergiovanni and Elliott claim that:

> Staff development is not something the school does to the teacher, rather it is something the teacher does for himself. . . . Staff development does not assume a deficiency in the teacher but rather assumes a need for people at work to grow and develop on the job.[7]

This view is aimed, on the one hand, at developing a climate for growth of teachers on the job, yet on the other hand, does not rule out the need for formal staff development programs.

There is little argument over the broad goal of staff development--the improvement of instructional outcomes. The controversy emerges over who is to make the decisions about the purposes of staff development as well as how and when programs are to take place. The relationship between organizational purposes (expressed as goals to be met in educating students), processes used to attain purposes (including staff development), indirect outcomes experienced by staff members, and direct outcomes occurring for students, is illustrated in the following figure.[8]



Obviously the final measure of the success of a staff development program is whether there is an improvement of quality in education for students. Staff development is a narrow concept--it does not account for the wider role that the school has in helping develop all of the human resources it is involved with. In the next section, the concept of human resource development is examined.

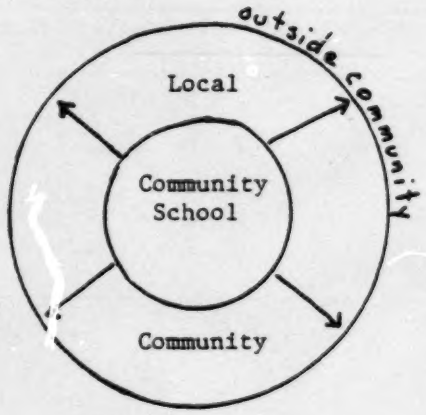
2. Human Resource Development

A persistent theme running through educational literature is the charge that our educational system is not meeting the needs of an ever changing and complex society. Human resource development is particularly relevant in this regard. One report on manpower planning claimed that there is a need for a policy that enables every American to realize and utilize his full potential.[9] Another report stressed the need for investing in people to allow everyone the possibility of equal opportunity.[10]

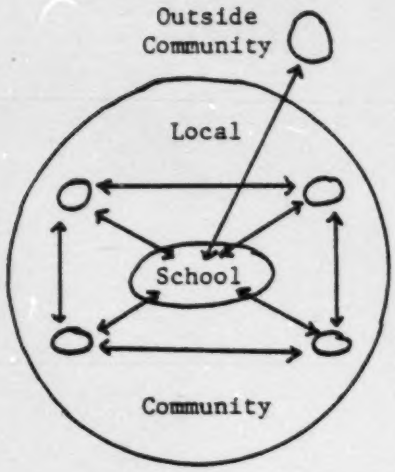
There have been many other changes in society over the last twenty years which has broken down the boundary between the school and society including: technological change; growth of knowledge; training and knowledge of teachers;

declining enrollments; lack of teacher turnover; public dissatisfaction with the achievement of students in schools; increasing pressure for accountability; and community development.[11] Obviously schools cannot continue to work in isolation from their community any longer. Educators must involve themsleves increasingly in the community and citizens must involve themselves in school affairs. Under this broader approach, the entire community becomes the educational community and all the resources at the disposal of the school must be used to deal with the problems facing the community. The educational process facilitating this end is community education. The system is the community school. At this juncture, two questions should be posed--What is the community school? and What is community education?

The community school is a neighborhood school, which is rather narrow in scope and often physically narrowed by geography. The school is seen as the sole focus of education. It identifies the problems and then goes out into the community to find out what is needed and how the school can help develop the community. The school is the sole provider of education in the community and the school board not only determines the needs but takes sole responsibility for meeting the needs of the community. Education is typically restricted to the groups the school identifies as needing to be educated. The following diagram summarizes this concept.



Community education is the outcome of study, action and evaluation leading to an opinion about making the community a better place in which to live.[12] Community education seeks to help communities to help themselves to become better places to live.[13] The school plays a vital role in community education in improving the quality of life in the community but it is not the only agency. It acts as a sponsoring organization, facilitates, initiates, and works jointly with other community organizations in helping improve the quality of life, e.g., churches, voluntary organizations, professional groups, service clubs, sporting clubs and public interest groups. Casey believes that the school has an important fundamental role in community education because it has a central position in the community; the superintendent can provide support services to help coordinate community education; a wide range of people can participate in planning for community education and development; and continuous leadership training can be provided through an organization which includes all people in the community.[14] Hence under community education, educational opportunity is available for all age groups, all ability groups and all interest groups. A wider view of education is taken as education will occur anywhere an individual or group of people feel the need to improve themselves or their quality of life. Hayes described some characteristics of community education as follows: (1) community education is concerned with the betterment of the entire community; (2) community education means education for the entire community regardless of age; (3) the concept of community education holds that the school has the primary responsibility in community improvement; and (4) community education means that educational resources can be found throughout the community both inside the school and outside the school.[15] The following diagram summarizes this concept.



It is possible to draw distinctions between the concepts of the community school and community education, but the concepts often exist side by side, or exist together for the betterment of the neighborhood and the school.

What, then, is the role of the school in community development? First and foremost the school should realize that the student body of the community is everyone who lives there.[16] Second, as suggested by Hayes, schools should assume some responsibility for community improvement by identifying and seeking solutions to community problems.[17] Third, schools also should become information centers and act as a facilitator and coordinator of community resources for the benefit of all members of the community. In this way the community will help itself to become a better place to live in.

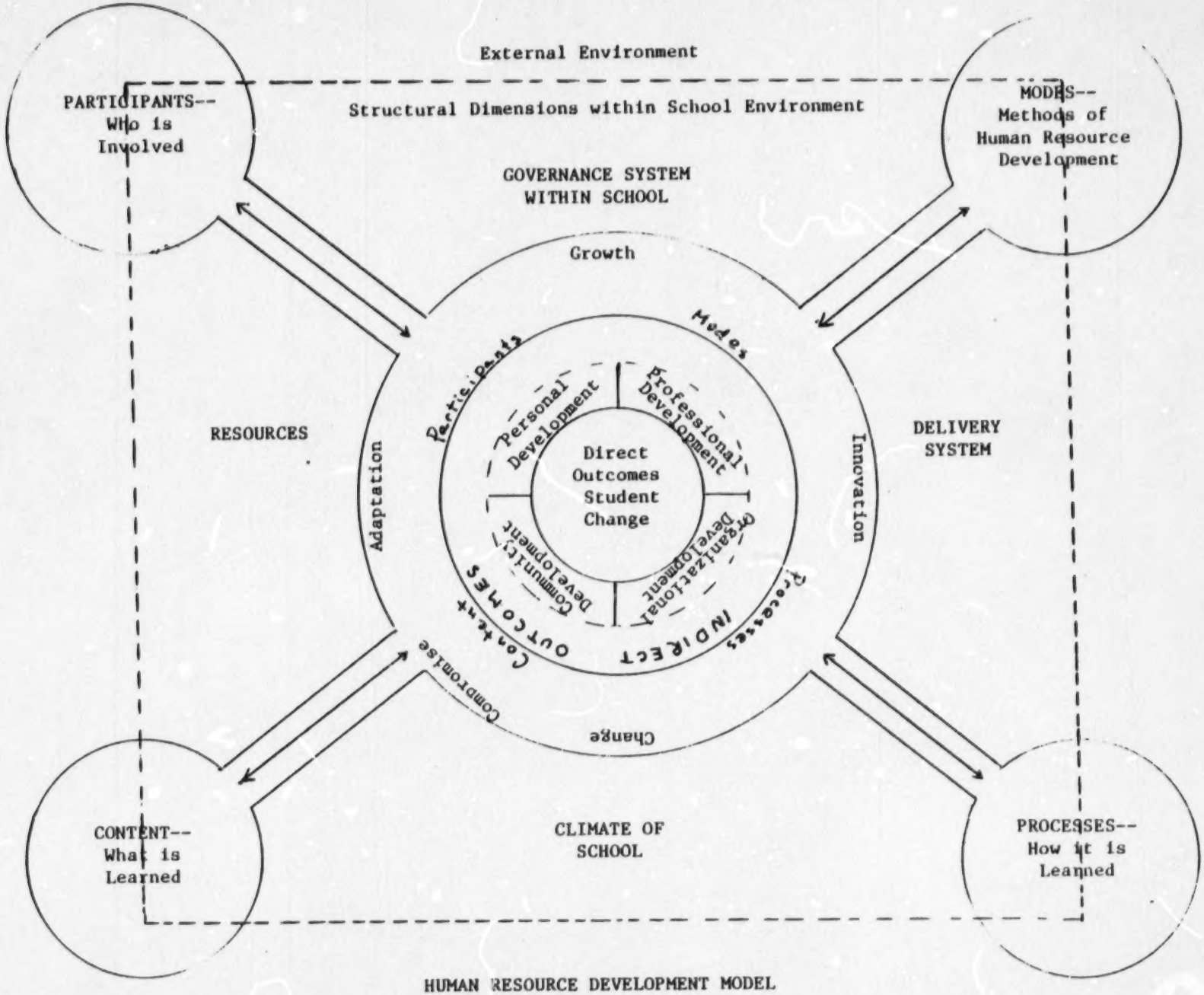
With this as a background, the importance of human resource development is seen. The total community becomes the human resources in need of development instead of staff of the school only. Both employees and non-employees become the focus of human resource development as Nadler suggests: "Increasingly, organizations and agencies are becoming involved in a variety of activities for nonemployees in the area of human resource development."[18] In the next section a model for Human Resource Development is presented and analyzed.

A Model for Human Resource Development

According to Nadler, human resource development in its broadest sense means a series of organized activities conducted within a specified time and designed to produce behavioral change.[19] Implicit in this definition is the idea that there must be a suitable climate within the organization and outside the organization for this to occur. Under the systems model all of the external and internal forces affecting the school should be considered in analyzing any given situation. In the same way, a human resource development model must include all forces which impact the school.

Three broad factors determine whether or not students receive a quality education--the students themselves, the learning program and the teaching staff.[20] In addition, societal expectations and pressures will impact the school and should therefore be taken into effect because schools are increasingly becoming aware of the need to maintain good relations with the community, a major source of their funding. Hence, any human resource development model must include these forces.

In the following figure a model for human resource development is presented. You will notice that it is quite a complex model consisting of a number of factors. It is evident that any human resource development is dependent upon certain structural factors within the organization. These structural dimensions interact with each and the effectiveness of the enterprise depends upon the productive interaction of the dimensions. Weakness in one dimension is magnified because it undermines the power of the other dimensions but also improvement in one dimension alone will not necessarily improve human resource development--the dimensions must be effectively meshed. Problems with these structural dimensions will cause problems also within the rest of the model.



HUMAN RESOURCE DEVELOPMENT MODEL

1. Structural Dimensions

There seem to be four major dimensions, taking the form of subsystems, that link together to form the operating structure of the school and these are: the governance system of the school; the climate of the school; the delivery system; and the resources available. The governance system of the school is composed of the decision-making structures which legitimize activities and govern them. Unless this subsystem is consulted first and foremost, then any human resource development is bound to fail. A second subsystem, closely related to the first, is the climate of the school. Human resource development is closely related to the nature and quality of organizational life permitted in the school. The leadership style of the principal, distribution of power and authority, organizational structure and procedures, the general level of spirit and support which exists among teachers, and the degree of commitment and motivation to work can be serious impediments or powerful facilitators for human resource development.[21] Sergiovanni and Elliott claim that:

> . . . an optimal climate for growth in a school is one characterized by high flexibility in people and organization, the sharing of ideas and information, acceptance, encouragement and mutual support, clear goals and a sense of mission, a reasonable amount of individual autonomy, freedom from undue interference, and a sense of cohesiveness and morale. If teachers feel unsafe, mistrust each other, find the school organization rigid, feel a lack of educational leadership from the principal, have no sense of direction, find few opportunities for communicating with each other, feel powerless and overburdened by trivial organizational and administrative demands, they are likely to retreat to the safety of their classrooms, hiding from others and from themselves or manifest open hostility toward change.[22]

From the above, it is clear that the most ambitious and logically conceived human resource development program has little chance for success if a school has a climate which discourages growth and rewards the status quo.

The delivery subsystem is made up of incentives, interfaces between trainees, trainers, and training, and staff. It deals with motivation access,

and relevance to the role of the individual professional. The acquisition of resources for human resource development is determined by the interaction of the previous three subsystems. The amount and kind of resources available will reflect whether the school is "ready" for human resource development. These four subsystems can be likened to a skeleton on which the flesh of human resource development rests and grows.

2. Non-Structural Factors

There are four components which interact to produce human resource development. The model subsystem consists of the methods or forms of human resource development and include: research; role play; lectures; audio-visual presentations; workshops; seminars; interviews; conferences; intensive on-site institutes; and sabbaticals. The modes are really the envelopes in which human resource development is delivered.

Participants in human resource development include: board of education; staff; students; other schools; professional bodies; parents; unions; state department of education; consultants; community members; federal government representatives; and other schools.

The content for human resource development is determined by a variety of factors and can be narrowly conceived in terms of curriculum requirements or widely conceived in terms of community requirements. Examples of content are: school subjects; board actions; administrative methods; community interaction; community needs; federal legislation; state requirements; and instructional methods.

Processes for human resource development determine how the content is learned and could include such activities as: planning; problem-solving; objective setting; needs assessment; interaction analysis; and evaluation.

Note that these are interacting interlocking subsystems and cannot be considered separately--this aspect is represented as open channels on the diagram with open free interaction between each subsystem.

An overall approach to human resource development is needed by studying and analyzing the structural and non-structural systems. Many other human resource development models are fragmentary in that they emphasize one or several aspects of the whole model. If human resource development is to be improved, then it must be studied as a total system. For example, cost and finance is only one facet of governance, and any facts about costs are relatively unimportant unless examined in context of other facts of governance, content, processes and delivery subsystems. Thus consideration of the total system and its various interactive parts are necessary in any consideration of human resource development.

Various indirect outcomes will result from human resource development such as personal development, professional development, organizational and community development. These may be overlapping and occur simultaneously. Personal development focuses on the growth and development of the individual with only secondary reference to the institutional setting or community setting. Organizational development has as its ultimate aim the increase in productivity through improvement in the working conditions and climate of the school. Thus, the focus is on the product and the way in which people work together to accomplish the school's goals. Professional development focuses on the knowledge, understanding and skills of the individual in instructional and curriculum matters. Community development is concerned with the mutual role of the school and community in making the community a better place to live in. Organizational development and community development overlap in that both focus on the institutional setting, the way which people relate to the ultimate direct outcome

of human resource development is substantial change in student performance as a result of these other interrelated changes. Ideally, human resource development should focus on improved student outcomes; realistically it is very difficult to show that substantial change in student performance does, in fact, occur.

Conclusion

This paper has tried to present a total view of human resource development--both structural and non-structural factors have been considered. To treat the problems of human resource development as being either structural or non-structural is to present only a partial view of reality. Both aspects must be considered. Human resource development must take into account the nature of teaching itself and the fact that it is embedded in an organization (the school) which itself is embedded in a societal context. The activity of teaching, the nature of schools and the nature of the community in which the school functions, must all be taken into account if human resources involved in schooling are to be improved appreciably. Unless the factors within this model are considered in human resource development, then the final outcomes may be most limited.

FOOTNOTES

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6. E. A. Kelley, and E. A. Dillon, "Staff Development: It Can Work for You," NASSP Bulletin, 62:417 (April, 1978), 2.

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10. D. Henry, Manpower Policies for a Democratic Society (New York: Columbia University Press, 1965).

11. D. Kelley and E. Dillon, op. cit., p. 3.

12. M. L. Casey, Understanding Community Education.

13. Ibid., p. 4.

14. Ibid., p. 3.

15. D. Hayes, The School and the Community, 1958.

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17. Hayes, op. cit., p. 2.

18. L. Nadler, Developing Human Resources (2nd ed., Austin, Texas: Learning Concepts), p. 111.

19. Ibid., p. 3.

20. Kelley and Dillon, op. cit., p. 3.

21. Sergiovanni and Elliott, op. cit., p. 153.

22. Ibid., p. 153.